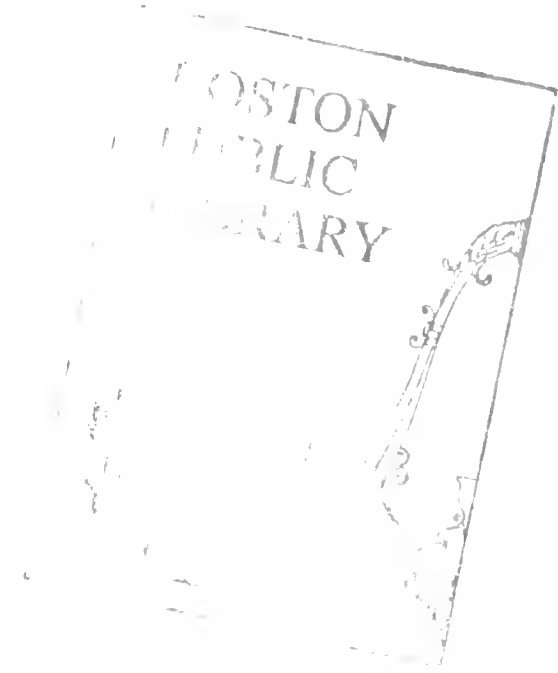


BPG

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WATERFRONT
M381
1976

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1

BACKGROUND

This study is a preliminary exploration of the possible alternative uses for East Boston Piers 1,3,4,5 after Massport terminates maritime uses in accordance with the Master Plan of 1976.

EAST BOSTON PIERS

Background

"The Massachusetts Port Authority took over the operation of the East Boston port facilities from the Penn Central Railroad in 1970. Between that time and December, 1972, marine related structures on Pier 3 and 4 were stripped to dock level. The grain and water towers and non-essential railway truckage were removed. Pier 1 remains as a general cargo terminal. These piers have inadequate access and hinterland for any major port use today.

POLICY STATEMENT

"MASSACHUSETTS PORT AUTHORITY PIERS AND WATERFRONT PROPERTY IN EAST BOSTON ARE NOT NEEDED FOR SEAPORT ACTIVITIES, WHICH CAN BE BETTER ACCOMMODATED AT OTHER HARBOR LOCATIONS. THE BEST USE OF THIS LAND IS FOR RESIDENTIAL, RECREATIONAL OR OTHER PURPOSES RELATED TO THE DEVELOPMENT OF THE EAST BOSTON COMMUNITY. THE MASSACHUSETTS PORT AUTHORITY WILL SEEK TO TRANSFER TITLE TO THIS PROPERTY TO A PUBLIC OWNER FOR A PUBLIC PURPOSE IN EXCHANGE FOR OTHER WATERFRONT PROPERTY. THE MASSACHUSETTS PORT AUTHORITY WILL HAVE TO RECEIVE FAIR VALUE IN EXCHANGE."

"THE TRANSFER OF THIS PROPERTY IS IMPEDED BY LEGAL CONSTRAINTS. HOWEVER, THE ULTIMATE BENEFITS TO THE COMMUNITY WARRANT AN EXTRAORDINARY EFFORT ON THE PART OF THE PORT AUTHORITY TO EFFECT THE ABOVE POLICY."

Extract from MASTER PLAN LOGAN INTERNATIONAL AIRPORT
Massachusetts Port Authority, April 1976 p.44.

First, the alternative uses must be consistent with the East Boston community's goals and aspirations (e.g., open space, access to the water, jobs, etc). Secondly, the alternative uses should be feasible financially and fiscally (i.e., the uses should be marketable and make sense in terms of taxes). Thirdly, the question of access, particularly vehicular, should be examined, given the existing limited and congested roadways. Since this is a beginning study, all these factors were considered in a preliminary way.

The Site

The East Boston Piers were acquired by Massport as part of the original port properties. At the time they consisted of three closed and one open pier dominated by a million bushel grain elevator and supporting facilities. The facility was originally part of the New York, New Haven, and Hartford Railroad system. In February 1970, Massport took over operation of the facility, proceeding to demolish the structures on Piers 3 and 4, the grain elevator and water tower, and to remove all non-essential trackage at a cost of \$750,000.

LOCATION East Boston, Marginal Street

TOTAL AREA Land: 20 acres
Piers: 15 acres
Potential Fill between Piers: 22 acres
Bulkhead Line: at end of Piers

TYPE OF CONSTRUCTION Pier 1
Concrete filled steel pipe pile with concrete deck; 180' timber pile, concrete decked bulkhead wharf at inner end of NW side with 15' depth of water

Pier 3
Timber pile, timber deck; 250' timber bulkhead at inner end of SE side with 30' depth of water.

Pier 4
Timber pile, concrete deck extending from concrete retaining wall with solid fill in center and portion of pier at shore end. 250' bulkhead at SE side with 16' to 31' depth.

Pier 5
Timber pile; timber deck.

DIMENSIONS Pier 1: 605 x 390
Pier 3: 252 x 610
Pier 4: 780 x 240
Pier 5: 513 x 40

PIER AREA Pier 1: 234,000 SF/5.4 acres
Pier 3: 195,000 SF/4.5 acres
Pier 4: 187,200 SF/4.3 acres
Pier 5: 33,675 SF/ .77 acre

OPEN STORAGE Paved yard 7.3 acres; unpaved yard 12.6 acres.

STRUCTURES Pier Shed on Pier 1: 340' x 575' (196,000 SF floor area), 1 story; clear span steel frame; 6' high concrete wall topped by asbestos siding; 20' height; load capacity: 600 psf.

Cargo doors: shipside - twenty-six 15'x 16' doors
landside - six 25' x 18' and two 14' x 22' doors

Method of Study

We spoke to the Land Use Committee, MAPNAC, the East Boston C.D.C., the Chamber of Commerce, and the BRA to elicit their views on both what should and what should not go on the site. Everyone was generous with their views and the Land Use Committee shared their recently issued report, "Waterfront Development Proposal." We also conferred with members of the staff and board of Massport for their views. We have tried our best to synthesize these inputs.

We next looked at the site in relation to access, adjacent uses (both present and projected), views, existing structures and configuration. From this analysis we divided the site into zones with different characteristics. With the help of the economic consultant, these zones were then assigned possible, feasible and desirable uses and areas. There are many ways of assigning and combining the uses in the zones but we chose three contrasting examples for testing in terms of development costs, jobs, taxes and traffic. These examples are not the only possible combinations. They may not even be desirable from the community or the development viewpoint. They are illustrative and serve as a way of initiating discussion.

What the Study Is Not

It is important to note at this point the limitations of this study because it is preliminary and is not the result of a proper planning process:

- It does not preclude, close or substitute for a participatory planning process. On the contrary

it should provide a starting point for such a process.

- It is not a plan.
- It does not establish uses.
- It is not a scheme for development parcels.

The zones are preliminary ways of dividing the site for study purposes.

- It does not examine the legal and political process of divestiture -- although it is probably the most important question and one on which any final direction hinges.

Conclusion

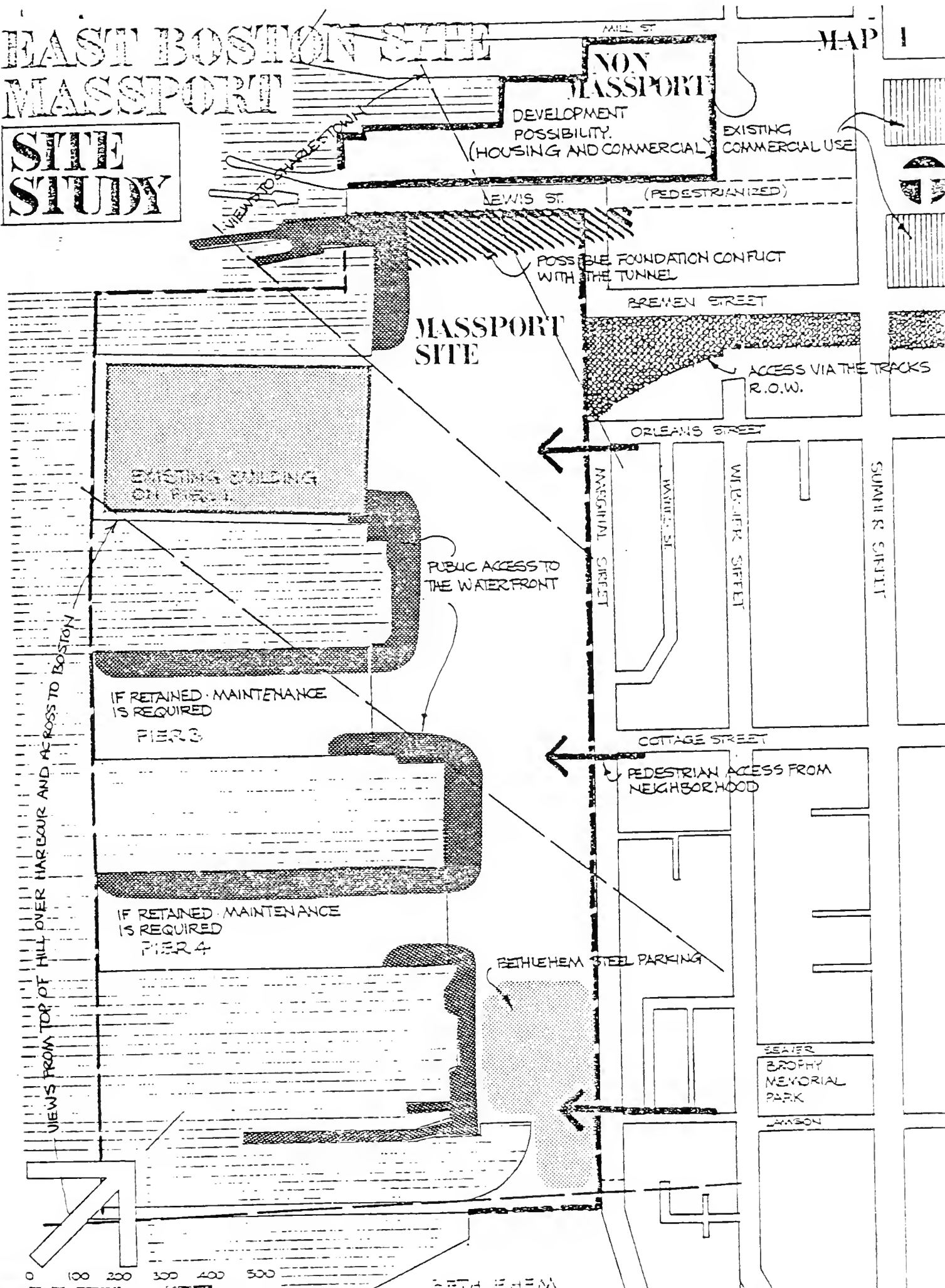
From this brief look we feel that the East Boston Piers have characteristics of location, view, configuration and size that could lead to a feasible mixed-use project which would be consistent with goals of community development jobs and taxes. There are still many difficult questions associated with divestiture, access and initiating development. Given the impasse on divestiture, it is important for Massport to continue to make those investigations which are necessary in any case no matter who develops the site. These should include studies on: subsoil; condition of piers and structures; traffic and cost of improvements; marketability; process (Environmental Impact reports, agency reviews, etc.); legal issues on divestiture.

We hope that this study will help to expedite and continue the momentum for the development of the East Boston piers for active uses beneficial to the East Boston community, the city and the region as a whole.

EAST BOSTON SITE MASSPORT

SITE STUDY

MAP 1



VIEWS FROM TOP OF HILL OVER HARBOUR AND ACROSS TO BOSTON

0 100 200 300 400 500
FEET

BETHUEM

Basic Assumptions

1. The local community will be involved in the planning and implementation of development on this site.
2. The existing environment will be improved and neighborhood stability will be strengthened.
3. Jobs will be created with priority for East Boston.
4. Open space and access to the water will be provided for the neighborhood.
5. The site will not be used beyond 5 years for maritime uses.
6. Views out across the harbor are to be retained (see maps 2 and 3).
7. New uses should be linked to and complementary with existing businesses in the surrounding area (especially Maverick Square).
8. The development will contribute new tax revenue for the City of Boston.
9. The historical nature of the area (clipper ship buildings) will be expressed.

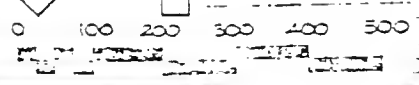
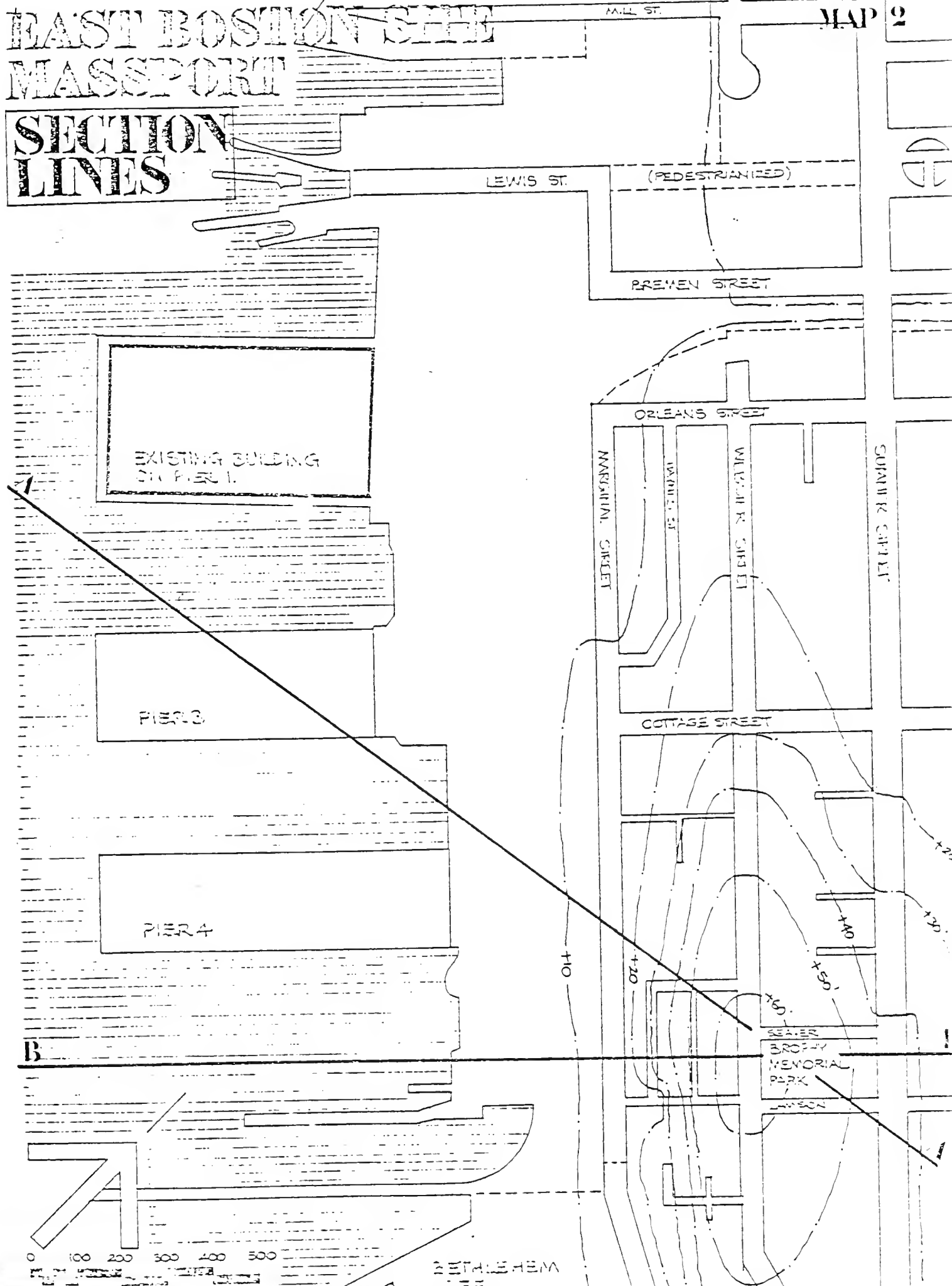
Unresolved Problems

1. Access: Development of the Penn Central R.O.W.
Increase of traffic on local streets
The question of the third harbor tunnel
2. Staging so that part of the site can be used by Massport for temporary cargo use if required.
3. Subsoil and foundation problems (especially MBTA tunnel) must be studied.
4. The structural soundness and surface repair requirements to Piers 3 and 4 are to be considered.
5. Development possibility of site to the north (across Lewis Street) is yet to be determined. This site is not part of MPA.
6. Divestiture of the site.

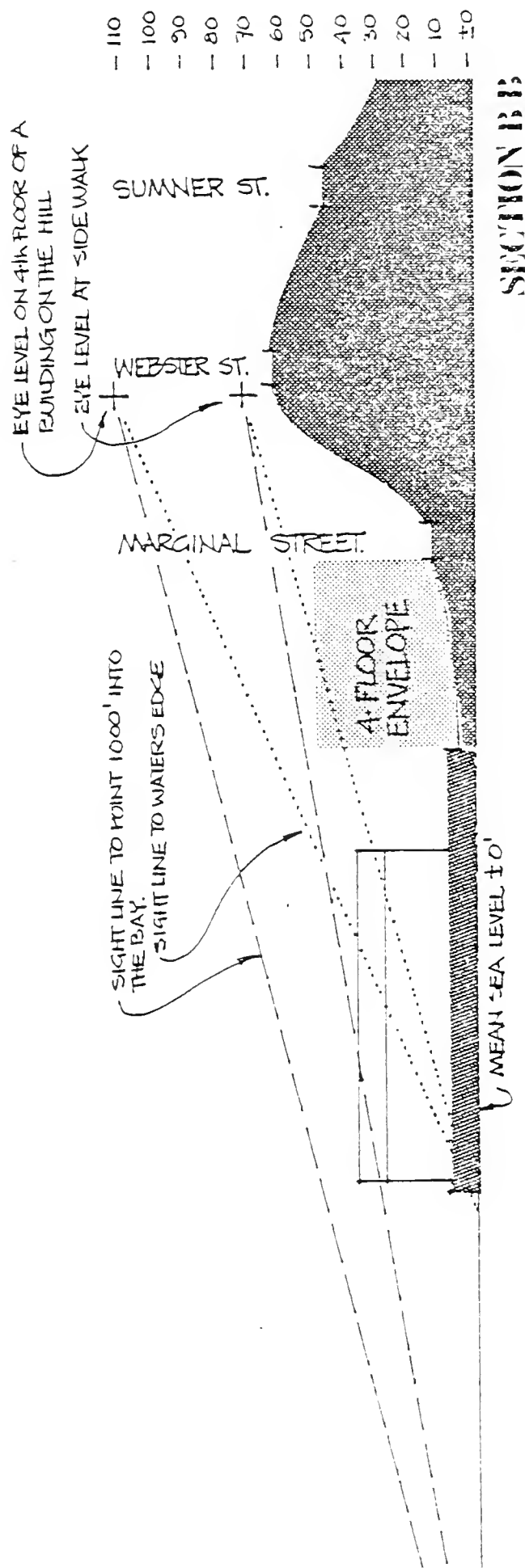
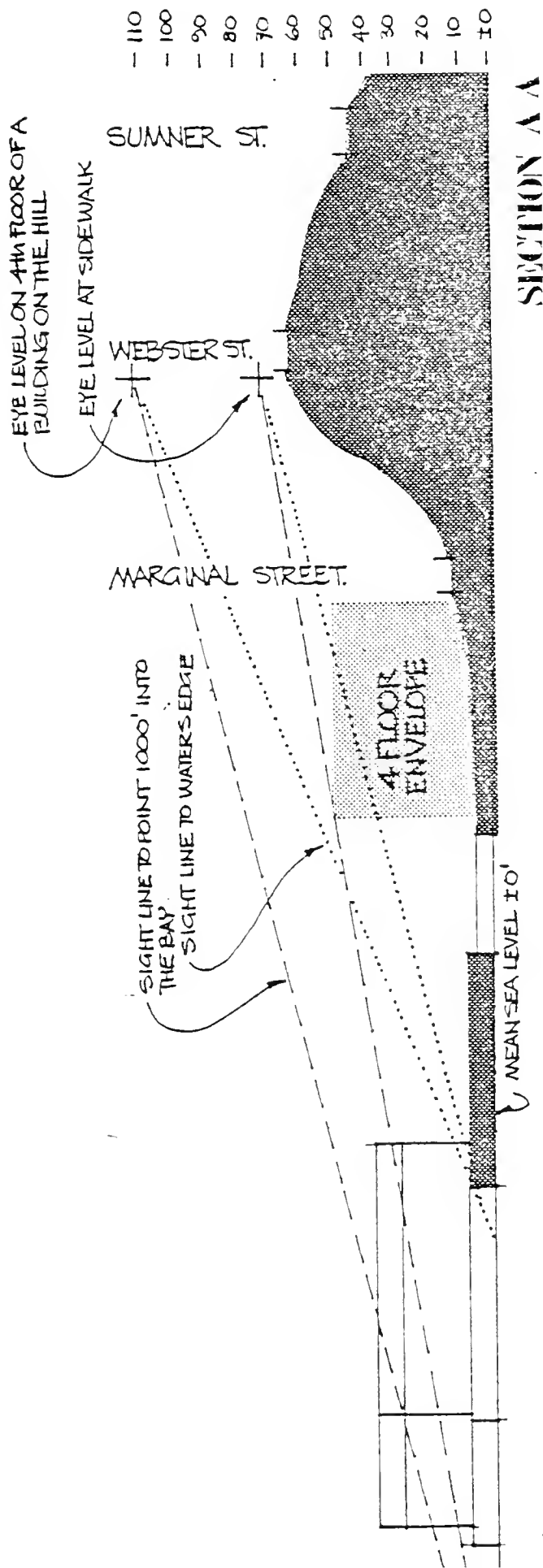
EAST BOSTON SITE MASSPORT

SECTION LINES

MAP 2



DETAILS HERE



ZONE 6/SCHEME C

	<u>Exist'g Use (pkg)</u>	<u>Promenade</u>	<u>Totals</u>
<u>#Rms./Units/Cars</u>	--	--	--
<u>Bldg. Area (000) sf</u>	--	--	--
<u>Constr. Cost (000)\$</u>	--	10	<u>\$10</u>
<u>Value of Dev. (000)\$</u>	--	--	--
<u>Constr. Jobs</u>	--	--	--
<u>Constr. Wages (000)\$</u>	--	5	<u>\$5</u>
<u>Perm. Jobs</u>	--	--	--
<u>Perm. Wages (000)\$</u>	--	--	--
<u>Ret Sales (000)\$</u>	--	--	--
<u>R.E. Taxes (000)\$</u>	--	--	--
<u>State Taxes (000)\$</u>	--	--	--

EAST BOSTON SITE MASSPORT

MILL ST

MAP 4

ZONES

LEWIS ST.

(PEDESTRIANIZED)

ZONE 1

BREVEN STREET

ZONE 2

ZONE 4

EXISTING BUILDING
ON PIER 4

ORLEANS STREET

NATURAL STREET

DAVIS ST

WILGATER STREET

SOMER STREET

ZONE 5

ZONE 5

PIER 3

COTTAGE STREET

PIER 4

ZONE 6

SEAFAR
BROPHY
MEMORIAL
PARK

LAWSON

0 100 200 300 400 500

25TH AUGUST

2

DEVELOPMENT POTENTIAL BY ZONE

The site -- defined by the Waterfront along the west, Lewis Street to the north, Marginal Street to the east and Bethlehem Steel yards to the south -- has been broken up into zones to illustrate different development uses and stages for each zone.

Map 4 shows the site divided into 6 zones. Taking the assumptions and unresolved issues into account, we have identified the following uses to be considered for each zone.

Zone 1 (⁺ 7.6 acres) -- The most suitable use is commercial.

(A) A hotel: ideally sited to have views over the water to the Boston Harbor, Charlestown and downtown Boston. It is close to Logan Airport and relates to Lewis Street and the proposals to develop it as a pedestrianized street

connecting Maverick Square to the water and proposed ferry across the Harbor.

- (B) Retail uses, related to Lewis Street and Maverick Square, serving the community to the north and Zone 4 (also possible retail uses) to the south.
- (C) Conference center (if not located in Zone 4). Proximity to the proposed hotel, Airport and downtown Boston make this a good location for a conference center.
- (D) Possible Housing (as shown in Example One), complementary to the housing in Zone 3, if there is a demand for this.
- (E) Park: linking the community to the Waterfront and proposed ferry and Lewis Street.
- (F) Parking. This will serve the above uses and, depending which package of uses is developed and therefore spaces required, will either be a parking structure or surface parking.

Zone 2 -- Proposed access to the site (See Appendix 5 -- Traffic).

Zone 3 (10.3 acres) -- To be made up of:

- (A) Housing. This is to relate in scale to the surrounding neighborhood and should reinforce the residential character of Jeffries Point.
- (B) Park. It is to serve the community in the area by providing open space and access to the water's edge and promenade.

Zone 4 (5.6 acres) -- By retaining the existing structure, reworking the space internally, and remodeling the light skin, it is possible to capitalize on this large roofed space (⁺200,000 sq. ft. and 25 ft. high.).

The structure might house:

- (A) Office space. There is, from our initial observations, little office space in East Boston and it is a good location for this use.
- (B) Retail. Small specialty shops structured around an internal and pedestrian mall (to complement, but not be similar to, the Quincy Market-Faneuil Hall area).
- (C) Conference center (if not located in Zone 1).
- (D) Museum illustrating East Boston history and the clipper ship building period.
- (E) Fishing and maritime industries.

Zone 5 -- Various uses can take place on Piers 3 and 4 (no land fill).

- (A) Marina -- Either taking up both piers or located on only one pier.
- (B) Housing. 2 floors max to complement housing in Zone 3.
- (C) Industrial use on Pier 4.

Zone 6 -- While this area is used for parking for the Bethlehem steel plant at the moment, it is envisaged that its future use will be:

- (A) Housing, as a continuation of Zone 3.
- (B) Park which will tie access into the existing community via the "Golden Steps" with access to the Waterfront.



PRELIMINARY FEASIBILITY

It is possible within each zone to structure different combinations of uses which will result in different overall development packages for the whole site. We have considered three different approaches illustrating (a) a high intensity development; (b) a medium density development; and (c) a low intensity development.

EAST BOSTON SITE CLASSPORT

MILL ST.

MAP 5



LEWIS ST.

(PEDESTRIANIZED)

ZONE 1

Hotel 500 rooms
Retail 50,000 sq. ft.
Housing 80 units
Park
Parking 600 cars

ZONE 2

ZONE 4

Office 30,000 sq. ft.
Conference C. 135,000 sq. ft.
Retail 70,000 sq. ft.
Museum 15,000 sq. ft.

ZONE 5

Housing 250 units
Park

ZONE 5

Marina 15,000 sq. ft.

PIER 4

ZONE 6

Housing 60 units
Park

ORLEANS STREET

MARGAT ST

WATKINS ST

WEBSTER STREET

SUMNER STREET

DEVELOPMENT IMPACTS

JOBS

Construction 1,135
Permanent..... 896

WAGES *

Construction.... \$19,902
Permanent..... \$ 7,178

SALES AND TAXES *

Retail Sales.... \$40,100
R.E. Taxes..... \$ 1,949
State Taxes..... \$ 2,205

Building Area..... 1,440 sq. ft.
Construction.... \$42,461
Total Value..... \$52,775

SEAFAR
BROPHY
MEMORIAL
PARK

LAWSON

*All figures expressed in terms of thousands.

100 200 300 400 500

BATHING AREA

EXAMPLE A

Zone 1

1.(A)	Hotel - 276,000 sq. ft. (500 rooms)	\$13,800K
1.(B)	Retail - 50,000 sq. ft.	1,750K
1.(D)	Housing - 96,000 sq. ft. (80 units)	3,200K
1.(E)	Park - 35,000 sq. ft.	175K
1.(F)	Parking structure - 180,000 sq. ft. (600 cars)	1,800K
Total Zone 1		<u>\$24,425K</u>

Zone 2

2.	Allow costs for landscaping	\$ 10K
Total Zone 2		<u>\$ 10K</u>

Zone 3

3.(A)	Housing - 300,000 sq. ft. (250 units) and parking	\$10,000K
3.(B)	Park - 160,000 sq. ft.	800K
Total Zone 3		<u>\$10,800K</u>

Zone 4

Figures are rough estimates for structures, but within the existing shed. To be added to these figures is the cost of work to be done on the shed itself. \$ 1,000K

4.(A)	Office Space - 30,000 sq. ft.	600K
4.(B)	Retail - 70,000 sq. ft.	1,500K
4.(C)	Conference Center - 135,000 sq. ft.	4,500K
4.(D)	Museum - 15,000 sq. ft.	300K
Total Zone 4		<u>\$ 7,900K</u>

Zone 5

5.(A)	Marinas on Piers 3 & 4 - 15,000 sq. ft.	\$ 376K
Other Repair work and jettys to both piers		200K
Total Zone 5		<u>\$ 576K</u>

Zone 6

6.(A)	Housing - 72,000 sq. ft. (60 units)	\$ 2,400K
6.(B)	Park - 10,000 sq. ft.	50K
Total Zone 6		<u>\$ 2,450K</u>

GRAND TOTAL \$46,161,000

EAST BOSTON SITE MASSPORT

MILL ST.

MAP 6

B

LEWIS ST.

(PEDESTRIANIZED)

ZONE 1

Hotel 250 rooms
Retail 15,000 sq. ft.
Housing 400 units
Park
Parking 300 cars

ZONE 2

ZONE 4

Office 15,000 sq. ft.
Conference C. 135,000 sq. ft.
Retail 20,000 sq. ft.
Museum 30,000 sq. ft.

ORLEANS STREET

NATIONAL ST.

WATKINS ST.

WEBSTER STREET

SUMNER STREET

ZONE 5

Housing 180 units
Park

ZONE 5

Marina 5,000 sq. ft.
Housing 40 units

PIER 4

ZONE 6

Housing 40 units
Park

DEVELOPMENT IMPACTS

JOBS

Construction.....	824
Permanent.....	393

WAGES*

Construction....	\$14,449
Permanent.....	\$ 3,163

SALES AND TAXES

Retail Sales....	\$19,000
R.E. Taxes.....	\$ 1,286
State Taxes.....	\$ 1.044

Building Area.....	1,070 sq. ft.
Construction....	\$30,590
Total Value.....	\$37,914

SEWER

BROPHY
MEMORIAL
PARK

LAWSON

*All figures expressed in terms of thousands.

100 200 300 400 500

EXAMPLE B

Zone 1

- 1.(A) Hotel - 150,000 sq. ft. (250 rooms)
- 1.(B) Retail - 15,000 sq. ft.
- 1.(D) Housing - 48,000 sq. ft. (40 units)
- 1.(E) Park - 35,000 sq. ft.
- 1.(F) Parking Structure - 90,000 sq. ft. (300 c

Total Zone 1

Zone 2

As before

Zone 3

- 3.(A) Housing - 216,000 sq. ft. (180 units)
- 3.(B) Park - 200,000 sq. ft.

Total Zone 3

Zone 4

Work to be performed on the shed

- 4.(A) Office Space - 15,000 sq. ft.
- 4.(B) Retail - 20,000 sq. ft.
- 4.(C) Conference Center - 135,000 sq. ft.
- 4.(D) Museum - 30,000 sq. ft.

Total Zone 4

Zone 5

- 5.(A) Marina on Pier 3 - 5,000 sq. ft.
- Other Repair work and jettys
- 5.(B) Housing - 48,000 sq. ft. (40 units)

Total Zone 5

Zone 6

- 6.(A) Housing - 48,000 sq. ft. (40 units)
- 6.(B) Park - 15,000 sq. ft.

Total Zone 6

GRAND TOTAL

\$30

LAST BOSTON SITE MASSPORT

MILL ST.

MAP 7

C

LEWIS ST.

(PEDESTRIANIZED)

ZONE 1

Hotel 250 rooms
Retail 30,000 sq.ft.
Park

ZONE 2

ZONE 4

Maritime and Fishing
Industry 150,000 sq.ft.

EXISTING BUILDING
ON PIER 1

ZONE 5

Housing 60 units
Park

ORLEANS STREET

MARGINAL ST.

WAINUT ST.

WEBSTER STREET

SUMNER STREET

ZONE 5

Marina 5000 sq.ft.
Parking & Park

PIER 4

ZONE 6

Bethlehem Steel
Parking

DEVELOPMENT IMPACTS

JOB

Construction..... 447
Permanent..... 410

WAGES *

Construction.... \$ 7,838
Permanent..... \$ 4,190

SALES AND TAXES *

Retail Sales.... \$18,000
R.E. Taxes..... \$ 626
State Taxes..... \$ 990

Building Area..... 692 sq.ft.
Construction.... \$18,014
Total Value..... \$20,508

SEAFAR
BROPHY
MEMORIAL
PARK

LAMSON

*All figures expressed in terms of thousands.

BETHLEHEM

100 200 300 400 500

EXAMPLE C

Zone 1

1.(A) Hotel - 150,000 sq. ft. (250 rooms)	\$ 8,750K
1.(B) Retail - 30,000 sq. ft.	1,050K
1.(E) Park - 35,000 sq. ft.	175K
Total Zone 1	<u>\$ 9,975K</u>

Zone 2

As before	<u>\$ 10K</u>
-----------	---------------

Zone 3

3.(A) Housing - 72,000 sq. ft. (60 units)	\$ 2,400K
3.(B) Park - 250,000 sq. ft.	1,250K
Total Zone 3	<u>\$ 3,650K</u>

Zone 4

Work to be performed on the shed	\$ 500K
4.(E) Maritime and fishing industry - 150,000 sq. ft.	2,000K
Total Zone 4	<u>\$ 2,500K</u>

Zone 5

5.(A) Marina on Pier 3 - 5,000 sq. ft.	\$ 125K
Other Parking and Public Waterfront Park on Pier 4	600K
Total Zone 5	<u>\$ 725K</u>

Zone 6

Existing use (parking)	
Development of promenade along water's edge	\$ 10K
Total Zone 6	<u>\$ 10K</u>

GRAND TOTAL \$16,870,000

BOSTON PUBLIC LIBRARY



3 9999 06314 866 0

WATERFRONT
M381
1976

BACKGROUND: EAST BOSTON PIER

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